

## Message Text

PAGE 01 STATE 063477  
ORIGIN SS-15

INFO OCT-01 ISO-00 AF-10 ARA-14 EA-12 EUR-12 NEA-10  
SIG-03 MMO-04 EB-08 OC-06 COME-00 CIAE-00 DODE-00  
PM-05 H-02 INR-10 L-03 NSAE-00 NSC-05 PA-02  
SP-02 ICA-20 A-01 PER-05 IO-14 /164 R

66011  
DRAFTED BY M:BHREAD  
APPROVED BY M:BHREAD  
-----059668 081523Z /14/1

R 120729Z APR 78  
FM SECSTATE WASHDC  
TO ALL DIPLOMATIC AND CONSULAR POSTS  
AMEMBASSY BEIRUT  
MADRAS

UNCLAS STATE 063477

C O R R E C T E D C O P Y (TEXT)

INFORM CONSULS

E.O. 11652: N/A

TAGS: OGEN

SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT  
(GORM) PROCESS

FOR THE AMBASSADOR FROM THE DPTY UNSECY FOR MANAGEMENT

REF: STATE 291277 AND SUBSEQUENT RELATED CABLES

THIS TWO-PART INSTRUCTION IS A CONTINUATION OF THE GOALS/  
OBJECTIVES AND RESOURCE MANAGEMENT (GORM) PROCESS. IT IS  
PROMPTED BY A DESIRE ON THE PART OF THE DEPARTMENT, OMB,  
UNCLASSIFIED

PAGE 02 STATE 063477

AND THE CONGRESS FOR DIRECT FIELD PARTICIPATION IN RESOURCE  
MANAGEMENT FOR FY 1980. YOUR PERSONAL ASSESSMENT IS RE-  
QUESTED ABOUT THE WAY IN WHICH RESOURCES ARE PLANNED TO BE  
USED BY STATE AND OTHER AGENCIES IN FY 1980 IN RELATIONSHIP  
TO THE MISSION'S POLICY GOALS, OBJECTIVES AND ESSENTIAL  
ACTIVITIES.

PART I CONTAINS INSTRUCTIONS FOR APPLYING A MODIFIED ZERO  
BASE BUDGETING (ZBB) ANALYSIS TO THE DEPARTMENT OF STATE  
COMPONENTS AT YOUR MISSIONS.

PART II CONTAINS INSTRUCTIONS FOR YOUR SUBMISSION OF A SUMMARY EVALUATION OF GOALS/OBJECTIVES AND RESOURCE MANAGEMENT OF OTHER AGENCIES REPRESENTED IN THE MISSION.

IN PREPARING YOUR RESPONSES, YOU SHOULD ASSUME THAT EXISTING USG OVERALL PERSONNEL AND RESOURCE CONSTRAINTS WILL CONTINUE OR BECOME MORE SEVERE IN FY 1980. AS A GENERAL RULE HIGH PRIORITY NEW ACTIVITIES AT ONE POST WILL HAVE TO BE FUNDED BY DISCONTINUANCE OF OTHER ACTIVITIES THERE OR ELSEWHERE.

#### PART I - STATE GORM SUBMISSIONS

##### A. A WORD ABOUT ZBB.

1) ZBB IS NOT A CONVENTIONAL BUDGET REVIEW. IT IS A PROCESS TO DETERMINE THE PRIORITIES OF MIDDLE AND UPPER LEVEL MANAGEMENT IN TERMS OF RESOURCE USE. IT REQUIRES MANAGERS TO WEIGH THE RELATIVE NEEDS FOR THE ACTIVITIES PERFORMED BY THE UNIT AND THEIR RELATIONSHIP TO AGREED OBJECTIVES. MANAGERS EXAMINE THE MAJOR OBJECTIVES AT ALTERNATIVE RESOURCE LEVELS, AND MEASURE THE EFFECT ON PERFORMANCE AND UNCLASSIFIED

PAGE 03 STATE 063477

ACCOMPLISHMENTS UNDER EACH LEVEL. IN CONTRAST, THE TRADITIONAL BUDGET PROCESS GENERALLY ASSUMES AND JUSTIFIES CONTINUATION OF EXISTING PROGRAMS AND ACTIVITIES, AND FOCUSES ONLY ON HOW MUCH THESE SHOULD BE INCREASED.

2) AT THE DIRECTION OF THE PRESIDENT, THE ZBB APPROACH WAS USED BY FEDERAL DEPARTMENTS AND AGENCIES IN PREPARING THEIR FY 1979 BUDGETS. THERE WAS INSUFFICIENT TIME FOR THE DEPARTMENT TO APPLY ZBB IN THE FIELD FOR FY 1979. THIS IS THE FIRST OPPORTUNITY FOR THE FIELD POSTS TO BECOME INVOLVED IN THE ZBB PROCESS.

3) WHEN THE ZBB RECOMMENDATIONS FROM THE EMBASSIES ARRIVE IN WASHINGTON, THE REGIONAL BUREAUS WILL USE THEM TO PREPARE BUREAU-WIDE ZBB SUBMISSIONS. IN THIS PROCESS THE BUREAUS WILL REVIEW INDIVIDUAL EMBASSY SUBMISSIONS, REVISE THESE RECOMMENDATIONS FROM THE BUREAU PERSPECTIVE, PRICE THEM OUT, AND SUBMIT THEM TO THE PRIORITIES POLICY GROUP (PPG). THE PPG WILL CONSIDER THE ISSUES RAISED, DETERMINE PRIORITIES, AND MAKE FINAL DECISIONS ON ALLOCATION OF RESOURCES AMONG BUREAUS AND PROGRAMS FOR DEPARTMENT'S SUBMISSION TO OMB WITH APPROPRIATE FEEDBACK TO BUREAUS AND POSTS ON THE BASIS AND RATIONALE OF THE DECISIONS MADE.

##### B. INSTRUCTIONS FOR THE PREPARATION OF STATE COMPLEMENT ZBB SUBMISSIONS.

1. IN ORDER TO SIMPLIFY ZBB AT THE FIELD LEVEL, SUBMISSIONS WILL BE BASED UPON POSITION RESOURCES RATHER THAN DOLLAR RESOURCES.

2. BY SEPARATE CABLES, REGIONAL BUREAUS WILL NOTIFY EACH POST OF ITS PROJECTED OCTOBER 1, 1979, AUTHORIZED FULL-TIME STATE AMERICAN AND LOCAL COMPLEMENTS. DECISION PACKAGES WILL BE CALCULATED ON THIS BASIS, WHICH IS RE-UNCLASSIFIED

PAGE 04 STATE 063477

REFERRED TO HEREIN AS THE QUOTE CURRENT LEVEL UNQUOTE OF POSITIONS.

3. IT IS OBVIOUS THAT AN AMERICAN POSITION WITH ITS ATTENDANT DIRECT AND INDIRECT COSTS, GENERALLY RESULTS IN CONSIDERABLY LARGER BUDGET IMPACT THAN A LOCAL POSITION. THE REGIONAL BUREAUS WILL PREPARE FOR EACH POST A "RATIO" BETWEEN AMERICAN AND LOCAL POSITIONS WHICH WILL PERMIT THE POSTS TO SUBSTITUTE ONE FOR THE OTHER. FOR EXAMPLE, IF THE RATIO WERE 1:3, THE POST COULD ELECT TO REDUCE ITS AMERICAN STAFF BY ONE IN LIEU OF REDUCING ITS LOCAL STAFF BY THREE. BY USING THIS RATIO YOU CAN ENSURE THAT THE PERSONNEL RESOURCE NUMBERS WHICH YOU WILL BE USING AS YOUR "CURRENCY" APPROXIMATE THE VARIOUS RESOURCE LEVELS CALLED FOR IN THE PACKAGES DESCRIBED IN PARA 6 BELOW.

4. EACH COUNTRY SUBMISSION WILL CONSIST OF BRIEF ANALYTICAL DOCUMENTS CALLED "DECISION PACKAGES", EACH ONE OF WHICH CONTAINS ALL OF THE INFORMATION NECESSARY TO EVALUATE PERFORMANCE AT THAT GIVEN STAFFING LEVEL. IT ALSO STATES WHAT CAN AND CANNOT BE DONE, DESCRIBING THE CONSEQUENT EFFECTS ON THE MISSION GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES.

5. THE NUMBER OF DECISION PACKAGES REQUIRED FROM EACH POST WILL DEPEND ON THE SIZE OF ITS "CURRENT LEVEL" OF POSITIONS.

A) A COMBINED TOTAL OF AMERICAN/FSL POSITIONS OF 40 OR MORE -- PACKAGES I, II, III, AND AN OPTIONAL IV.

B) POSTS WITH TOTAL COMPLEMENTS 20 OR MORE AND LESS THAN 40, PACKAGES I AND III, AND AN OPTIONAL IV.

UNCLASSIFIED

PAGE 05 STATE 063477

C) POSTS WITH A COMPLEMENT OF LESS THAN 20 - PACKAGE III, AND OPTIONAL PACKAGES I AND IV.

6. EXPLANATION OF THE PACKAGES:

A. PACKAGE I (MINIMUM LEVEL) DESCRIBES THE MANNER IN WHICH THE EMBASSY WOULD ALLOCATE ITS RESOURCES IF IT RECEIVED IN FY 1980 NINETY (90) PERCENT OR LESS OF ITS CURRENT LEVEL POSITIONS.

B. PACKAGE II (INTERMEDIATE LEVEL) DESCRIBES THE MANNER IN WHICH THE EMBASSY WOULD ALLOCATE ADDITIONAL RESOURCES FOR A CUMULATIVE TOTAL OF NINETY-FIVE (95) PERCENT OF ITS CURRENT LEVEL POSITIONS.

C. PACKAGE III (CURRENT LEVEL) DESCRIBES THE USES TO WHICH THE EMBASSY WOULD APPLY RESOURCES IF IT RECEIVED A FULL ONE HUNDRED (100) PERCENT OF ITS CURRENT LEVEL POSITIONS.

D. IN THE OPTIONAL PACKAGE IV, THE EMBASSY MAY REQUEST MORE THAN THE CURRENT LEVEL POSITIONS WITH ACCOMPANYING JUSTIFICATIONS WHERE THERE IS A COMPELLING CASE FOR SUCH ADDED PERSONNEL RESOURCES. (ESTIMATED CONSULAR WORKLOAD GROWTH NEED NOT BE INCLUDED HERE SINCE IT WILL BE BUILT INTO THE DEFINITION OF THE "CURRENT LEVEL".)

7. FOR PURPOSES OF THIS ANALYSIS, STATE DEPARTMENT ELEMENTS ARE TO BE SUBDIVIDED, AS APPROPRIATE, ALONG THE TRADITIONAL FUNCTIONAL LINES OF EXECUTIVE, POLITICAL, ECONOMIC/COMMERCIAL, CONSULAR AND ADMINISTRATION SECTIONS. ADDITIONAL STATE PERSONNEL UNDER MISSION SUPERVISION SUCH AS REGIONAL OFFICES, ETC., SHOULD BE LISTED AS "OTHER". POSITIONS AT CONSTITUENT POSTS SHOULD BE INCLUDED IN THE MISSION BREAKDOWNS BY FUNCTION. PRINCIPAL OFFICER POSITIONS SHOULD BE INCLUDED IN THE EXECUTIVE FUNCTION, CONSULAR IN THE CONSULAR FUNCTION, ETC.

PAGE 06 STATE 063477

LAR IN THE CONSULAR FUNCTION, ETC.

8. WE ALSO WANT YOUR VIEWS ON REGIONAL STATE DEPARTMENT ACTIVITIES WHICH ARE LOCATED IN YOUR COUNTRY, ALTHOUGH WE RECOGNIZE THAT YOU WILL HAVE TO QUALIFY YOUR JUDGMENTS AS THE ACTIVITIES IN QUESTION SERVE POSTS AND PURPOSES BEYOND YOUR DIRECT SUPERVISION.

9. THE OBJECTIVE OF ZBB IS THE RANKING OF ACTIVITIES ACCORDING TO THE PRIORITY EACH ORGANIZATION ATTACHES TO THEM. THIS PROCESS BEGINS WITH EACH ORGANIZATIONAL UNIT (THE MAJOR SECTIONS OF LARGER EMBASSIES), SYSTEMATICALLY REVIEWING, EVALUATING, AND ASSIGNING PRIORITIES TO ITS ACTIVITIES, WHETHER LONGSTANDING OR NEWLY PROPOSED. THE AMBASSADOR, AS THE REVIEWING AUTHORITY, EVALUATES THESE ANALYSES TO DETERMINE THEIR OVERALL PRIORITY RANKING. FOR SMALLER POSTS, AMBASSADORS MAY DECIDE TO TREAT THE EMBASSY AS A SINGLE ORGANIZATIONAL UNIT.

10. IN DEVELOPING YOUR VARIOUS ZBB POSITION PACKAGES AND COMMENTS ON NON PERSONNEL RESOURCES (PARAS 20-21), PLEASE GIVE SPECIAL ATTENTION TO POSSIBLE ALTERNATIVE WAYS OF CARRYING OUT YOUR GOALS AND OBJECTIVES. NONE OF YOUR ACTIVITIES SHOULD BE EXEMPT FROM THE CRITICAL EXAMINATION CALLED FOR IN THIS PROCESS. EVEN ACTIVITIES REQUIRED BY LAW SHOULD BE CONSIDERED FOR REVISION IF IN YOUR JUDGMENT OTHER, HIGHER PRIORITIES REQUIRE IT. YOU SHOULD ALSO CONSIDER ALTERNATIVES SUCH AS:

A) THE REGIONALIZATION OR CENTRALIZATION OF CERTAIN ADMINISTRATIVE OR SUBSTANTIVE OPERATIONS.

B) ELIMINATION OF DEPUTIES.  
UNCLASSIFIED

PAGE 07 STATE 063477

C) COMBINING FUNCTIONS OR ORGANIZATIONAL UNITS.

D) USE OF NON-PERSONAL SERVICES CONTRACTS IN LIEU OF DIRECT HIRE EMPLOYEES.

E) THE USE OF LOCAL PERSONNEL IN LIEU OF AMERICAN PERSONNEL.

F) THE PURCHASE OF ECONOMIC REPORTS OR MARKET DEVELOPMENT DATA FROM LOCAL BRANCHES OF INTERNATIONAL BANKS IN LIEU OF USING "IN HOUSE" STAFF TO DEVELOP SUCH INFORMATION.

G) THE USE OF LABOR SAVING DEVICES SUCH AS WORD PROCESSING EQUIPMENT, TERP INSTALLATIONS IN COMMUNICATIONS CENTERS, ETC.

H) THE USE OF TAXICABS OR OTHER PUBLIC TRANSPORTATION IN LIEU OF GOVERNMENT VEHICLES.

I) THE ELIMINATION OF 24-HOUR COMMUNICATION CENTER OPERATIONS.

J) THE USE OF PART-TIME AMERICAN OR LOCAL EMPLOYEES TO ASSIST DURING PEAK WORKLOAD PERIODS OR IN ABSENCE OF REGULAR STAFF.

11. AT THIS POINT, YOU CAN COMMENCE THE PREPARATION OF YOUR "PACKAGES,. LARGER MISSIONS AND/OR THOSE WITH CONSTITUENT POSTS MAY WISH TO DEVELOP INDIVIDUAL PACKAGES FOR IN-HOUSE USE ONLY FOR THE MAJOR SECTIONS OF THE EMBASSY AND CONSTITUENT POSTS, UTILIZING EITHER THE STANDARD INCREMENTAL PERCENTAGES (90-95-100) OR SUCH OTHER PERCENTAGES AS PRESCRIBED BY THE AMBASSADOR. AT SMALLER MISSIONS, AND ESPECIALLY THOSE WITHOUT CONSTITUENT POSTS,

UNCLASSIFIED

PAGE 08 STATE 063477

AMBASSADORS MAY DECIDE TO DISPENSE WITH THIS STEP. THE SECOND STEP FOR THOSE MISSIONS THAT INITIALLY HAVE PACKAGES BY SECTION AND/OR CONSTITUENT POSTS WOULD BE TO COMBINE THEM INTO A SINGLE SET OF DECISION PACKAGES FOR THE MISSION AS WHOLE.

12. AS BACK-UP MATERIAL TO YOUR PACKAGES, PLEASE SUBMIT A ZBB PACKAGE WORKSHEET (FORM ZBB-2, PARA 17 BELOW). NO SEPARATE WORKSHEETS SHOULD BE SUBMITTED FOR CONSTITUENT POSTS. POSITION LEVELS FOR EACH PACKAGE ARE OBTAINED FROM FORM ZBB-1, LINES 3A, B AND C. (PARA 16).

13. INSTRUCTIONS FOR PREPARATION OF DECISION PACKAGES: AFTER COMPLETING FORMS ZBB-1 AND 2, DECISION PACKAGES SHOULD BE PREPARED USING FORM ZBB-3 (PARA 18 BELOW) FOR EACH PACKAGE. NO SINGLE PACKAGE SHOULD BE LONGER THAN THREE PAGES. PARA 19 IS AN EXAMPLE OF A COMPLETED SUBMISSION FOR A MISSION WITH 62 STATE POSITIONS.

(1) DECISION UNIT NAME: THE COUNTRY FOR WHICH THE PACKAGE HAS BEEN DEVELOPED.

(2) PACKAGE (BLANK) OF (BLANK). IDENTIFY THE LEVEL OF RESOURCE AND PERFORMANC; REPRESENTED BY THE DECISION PACKAGE AND MARK THE TOTAL NUMBER OF DECISION PACKAGES UBMITTED (E.G., PACKAGE I OF III, PACKAGE IV OF IV).

(3) ACTIVITY DESCRIPTION: DESCRIBE THE WORK TO BE PERFORMED OR SERVICES PROVIDED WITH THE RESOURCES SPECIFIED IN THE PACKAGE. DO NOT INCLUDE ITEMS COVERED BY EARLIER PACKAGES. STATETHE KINDS OF ACTIVITIES TO BE ENGAGED IN AND THE OBJECTIVES TO WHICH THEY ARE DIRECTED.

UNCLASSIFIED

PAGE 09 STATE 063477

(COMMERCIAL ACTIVITIES SHOULD BE DIRECTLY LINKED TO YOUR COUNTRY COMMERCIAL PLAN OR OTHER POST COMMERCIAL PLANNING. SIMILARLY, CONSULAR RESOURCES SHOULD BE BASED ON THE CONSULAR WORKLOAD DATA FORWARDED TO CA FOR INCLUSION IN THE CONSULAR PACKAGE.) MAKE SURE THAT THIS SECTION COVERS THE ACTIVITIES OF ALL FUNCTIONAL AREAS IN THE EMBASSY.

(4) RESOURCE REQUIREMENTS: USE THIS SECTION TO IDENTIFY THE POSITIONS ASSOCIATED WITH THIS PACKAGE. BEGINNING FY 1978 AND FY 1979 POSITION FIGURES ARE REQUESTED ONLY TO PUT FY 1980 PERSONNEL RESOURCES IN PERSPECTIVE. UNDER THE "THIS PACKAGE ONLY" COLUMN, ENTER AUTHORIZED POSITIONS REQUIRED TO OPERATE THIS PACKAGE ONLY. UNDER THE "CUMULA-

TIVE" COLUMN, ENTER THE CUMULATIVE POSITIONS REQUIRED TO OPERATE THIS AND ALL LOWER-NUMBERED PACKAGES.

(5) IMPACT ON POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES: DESCRIBE THE IMPACT ON MISSIONS' AGREED POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES, INCLUDING THOSE SUCH AS ADMINISTRATIVE, COMMERCIAL, AND CONSULAR WHICH ARE NOT SO CLEARLY COVERED BY POLICY GOALS AND OBJECTIVES, OF OPERATING AT THE SPECIFIED LEVEL OF PERSONNEL RESOURCES. DESCRIBE THE ACTIVITIES THE EMBASSY MUST FOREGO WERE IT RESTRICTED TO THIS LEVEL. YOU SHOULD BE AS SPECIFIC AS POSSIBLE AS TO EXACTLY WHICH GOALS AND OBJECTIVES, IF ANY, WOULD BE ADVERSELY AFFECTED, AND TO WHAT DEGREE, REFERENCING THE AGREED GOALS AND OBJECTIVES BY NUMBER AND CABLE. THE IMPACT OF PROPOSED REDUCTIONS OF FAAS/CORE/DAS POSITIONS ON SERVICED AGENCIES SHOULD ALSO BE DETAILED HERE.

14. OBVIOUSLY YOUR MOST DIFFICULT POLICY CHOICES WILL HAVE TO BE MADE IN PREPARING YOUR MINIMUM LEVEL (90 PERCENT) PACKAGES. YOU WILL DOUBTLESS FIND IT NECESSARY TO ALLOCATE RESOURCES TO STATE ELEMENTS AT VARYING LEVELS (I.E., SOME GREATER AND SOME LESS THAN 90 PERCENT) AS YOU UNCLASSIFIED

PAGE 10 STATE 063477

ESTABLISH YOUR EMBASSY-WIDE STATE LEVEL OF 90 PERCENT. FOR EXAMPLE, IF IT WERE FELT NECESSARY TO MAINTAIN ONE SECTION AT 100 PERCENT OF THE CURRENT LEVEL, OTHER SECTIONS WOULD HAVE TO BE REDUCED BELOW THE 90 PERCENT LEVEL. POSTS MAY SUBMIT A TOTAL MINIMUM PACKAGE AT LOWER THAN 90 PERCENT OF THE CURRENT LEVEL IF THEY DESIRE TO DO SO AND FIND IT FEASIBLE TO OPERATE AT SUCH LEVELS WITHOUT DETRIMENT TO GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES. IN CONSTRUCTING YOUR ALTERNATIVE PACKAGES, BEAR IN MIND THE IMPACT OF REDUCTIONS IN ONE SECTOR OF THE EMBASSY ON ACTIVITIES OF ANOTHER. FOR EXAMPLE, A SIGNIFICANT CUTBACK IN COMMUNICATIONS FLOW CAPABILITY AS A RESULT OF REDUCTIONS ON THE ADMINISTRATIVE SIDE COULD AFFECT REPORTING ON POLITICAL AND ECONOMIC SUBJECTS AND IMPLICITLY THE REQUIREMENTS FOR PERSONNEL IN THOSE SECTIONS.

15. IT IS ALSO IN THE PREPARATION OF THE MINIMUM-LEVEL PACKAGE THAT DISJUNCTIONS BETWEEN POLICY GOALS AND OBJECTIVES AND PRACTICAL OPERATIONAL DEMANDS TEND TO BECOME MOST EVIDENT. SOME OF YOUR MOST IMPORTANT AND EXPENSIVE ACTIVITIES MAY NOT RELATE CLEARLY, IF AT ALL, TO BROAD, HIGH PRIORITY FOREIGN POLICY GOALS AND OBJECTIVES. ESSENTIAL ADMINISTRATIVE RESOURCE NEEDS AND CONSULAR BURDENS TEND TO INCREASE GLOBALLY REGARDLESS OF POLICY PRIORITIES. TO BE COMPREHENSIVE AND REALISTIC YOUR SUBMISSIONS SHOULD GIVE AS CLOSE AND CAREFUL ATTENTION TO THESE DAY-TO-DAY "ESSENTIAL ACTIVITIES" AS TO POLITICAL

AND ECONOMIC ACTIVITIES WHERE THE CONNECTION TO APPROVED  
POLICY GOALS AND OBJECTIVES MAY BE MORE DIRECT AND  
OBVIOUS.

16. FORM ZBB-1:

1. TOTAL U.S. PERSONNEL - 22

UNCLASSIFIED

PAGE 11 STATE 063477

2. TOTAL FSL - 40

3. TOTAL PERSONNEL RESOURCES AT THE MISSIONS

(1 AND 2) I.E., THE "CURRENT LEVEL" - 62

A. PACKAGE I (LINE 3 X 90 PERCENT) EQUALS 56

B. PACKAGE II (LINE 3 X 5 PERCENT) EQUALS 3

C. PACKAGE III (LINE 3 X 5 PERCENT) EQUALS 3

17. FORM ZBB-2: PACKAGE WORKSHEET:

ZERO-BASE BUDGETING

FY-1980

PERSONNEL RESOURCE WORKSHEET

(LEFT HALF OF CHART)

(1)	(2)	(3)	(4)	(5)	(6)	(7)
FY 1978			PACKAGE I			
AMER	AMER		AMER	AMER		
FUNCTION	OFF.	STAFF	FSL	OFF.	STAFF	FSL

EXEC	2	2	4	2	2	3
POL/LABOR	3	2	1	2	1	1
E/C	3	1	7	2	1	6
CONS	3	-	9	3	0	8
ADMIN	8	-	22	6	-	19
TOTAL THIS						
PACKAGE	19	5	43	15	4	37
CUMULATIVE						
TOTAL	19	5	43	15	4	37

(RIGHT HALF OF CHART)

(8)	(9)	(10)	(11)	(12)	(13)
PACKAGE II			PACKAGE III		
AMER	AMER		AMER	AMER	
OFF.	STAFF	FSL	OFF.	STAFF	FSL

EXEC.	-	-	-	-	-
POL/LABOR	-	-	-	-	-
E/C	1	-	-	-	1

UNCLASSIFIED

PAGE 12 STATE 063477

CONS	-	-	-	-	-	1
ADMIN	1	-	1	1	-	-
TOTAL THIS						
PACKAGE	2	-	1	1	-	2



CUMULATIVE

TOTAL 17 4 38 18 4 40

18. FORM ZBB-3:

(1) DECISION UNIT NAME: (2) PACKAGE OF

(3) ACTIVITY DESCRIPTION:

(4) RESOURCE REQUIREMENTS:

FY-1978 FY-1979 THIS PACKAGE ONLY CUMULATIVE

U. S. OFFICERS

U. S. STAFF

FSL'S

TOTAL

(5) IMPACT ON POLICY GOALS, OBJECTIVES AND ESSENTIAL  
ACTIVITIES:

19. SAMPLE ZBB SUBMISSION

(1) DECISION UNIT: COUNTRY X

(2) PACKAGE I OF III

(3) ACTIVITY DESCRIPTION

UNCLASSIFIED

PAGE 13 STATE 063477

WE HAVE SELECTED 90 PERCENT OF OUR CURRENT LEVEL AS  
THE MINIMUM LEVEL AT WHICH THE EMBASSY CAN EFFECTIVELY PUR-  
SUE U.S. AGREED GOALS AND OBJECTIVES IN X AND CARRY OUT  
THOSE ACTIVITIES ESSENTIAL TO A U.S. EMBASSY HERE. THE  
RANGE OF EMBASSY ACTIVITIES AT THIS LEVEL DIFFERS FROM  
OUR CURRENT MIX PRINCIPALLY IN THE DECREASE IN ECONOMIC,  
CONSULAR AND ADMINISTRATIVE ACTIVITIES, THE EXECUTIVE AND  
POLITICAL SECTIONS ALREADY HAVING BEEN CUT TO THE MINIMUM  
IN THE PAST.

AT THE MINIMUM LEVEL, THE 7-MAN EXECUTIVE STAFF (2  
OFFICERS, 2 STAFF, AND 3 FSL'S) COULD CONTINUE TO CON-  
DUCT POLICY FORMULATION AND MANAGEMENT GUIDANCE FOR ALL  
ELEMENTS OF THE MISSION. ESSENTIAL PROTOCOL AND FORMAL  
REPRESENTATION FUNCTIONS, IN SUPPORT OF OBJECTIVES I AND  
IV, COULD ALSO BE PROVIDED.

THE FOUR-MAN (2 OFFICER, 1 STAFF, 1 FSL) PO-  
LITICAL/LABOR SECTION COULD CONTINUE ITS PRESENT PROGRAM  
OF TIGHTLY FOCUSED REPRESENTATION, REPORTING, AND POLICY  
FORMULATION IN SUPPORT OF OBJECTIVES I, II, AND III. AT

LEAST ONE FULL MAN-YEAR WOULD BE DEVOTED TO X'S LABOR SECTOR AND SUBSTANTIAL INCREMENTS OF RESOURCES TO X'S PARTICIPATION IN THE EC AND NATO. ESSENTIAL BIO REPORTING AND LANGUAGE TRAINING COULD BE CONTINUED.

THE E/C SECTION, REDUCED BY 1 OFFICER AND 1 FSL AT THE LEVEL TO 9 (2 OFFICERS, 1 STAFF AND 6 FSL'S) COULD MEET U.S. MINIMUM NEEDS FOR ECONOMIC REPORTING AND REPRESENTATION IN SUPPORT OF OBJECTIVE III. THIS WOULD INCLUDE SPECIAL FISHERY DATA REPORTING. TRADE PROMOTION WORK (OBJECTIVE V) WOULD BE PROVIDED AT THE BARE MINIMUM LEVEL.

THE CONSULAR SECTION WOULD BE REDUCED BY 1 FSL TO 11 (3 OFFICERS AND 8 FSL'S). AT THIS LEVEL, THE SECTION COULD UNCLASSIFIED

PAGE 14 STATE 063477

ISSUE THE EXPECTED 6000 NON-IMMIGRANT AND 350 IMMIGRANT VISAS--AND PROVIDE BASIC PASSPORT AND CITIZENSHIP SERVICES AND ADEQUATE PROCESSING OF SOCIAL SECURITY AND VETERANS' CLAIMS.

KEY ADMINISTRATIVE SERVICES COULD BE PROVIDED, EVEN WITH A REDUCED STAFF OF 6 US AND 19 FSL POSITIONS (DOWN FROM 8 US AND 20 FSL'S) IN SECURITY, PERSONNEL AND GENERAL SERVICES. MINIMUM MAINTENANCE SERVICES FOR THE EMBASSY COULD BE PROVIDED. COMMUNICATIONS FLOW WOULD BE RESTRICTED TO 65 PERCENT OF THE CURRENT LEVEL, EVEN ASSUMING THE AVAILABILITY OF THE TERP EQUIPMENT WHICH WE EXPECT TO BE INSTALLED THIS YEAR.

FY 1980

(4) RESOURCE REQUIREMENTS FY78 FY79 THIS CUMUL.  
PKG.  
ONLY

OFFICERS	19	18	15	15
STAFF	5	4	4	4
FSL'S	43	40	37	37
TOTALS	67	62	56	56

THIS PACKAGE PRESUPPOSES INSTALLATION OF TERP EQUIPMENT DURING FY 79.

(5) IMPACT ON CURRENT U.S. POLICY GOALS, OBJECTIVES, AND ESSENTIAL ACTIVITIES

THE BASIC STRUCTURE AND TOOLS WITH WHICH THE EMBASSY SUPPORTS OBJECTIVES I, II AND IV REMAIN INTACT. THE REDUCTION OF TWO POSITIONS IN THE E/C SECTION WOULD ADVERSELY UNCLASSIFIED

PAGE 15 STATE 063477

AFFECT ECONOMIC REPORTING, REDUCING OUR SUPPORT OF OBJECTIVE III. SUPPORT OF OBJECTIVE V WOULD SUFFER MOST SEVERELY; THE E/C FSO POSITION ELIMINATED FUNCTIONS IN LARGE MEASURE AS THE FOCAL POINT FOR SERVICES TO U.S. BUSINESSMEN. WHILE THE WORKLOAD COULD BE PICKED UP IN PART BY THE REMAINING TWO OFFICERS, A DECREASE OF 40 PERCENT IN TRADE PROMOTION WORKLOAD, AND AN EVEN GREATER DECREASE IN EFFICIENCY, WOULD RESULT. WE FEEL THIS EFFECT TO BE UNACCEPTABLY SEVERE.

CONSULAR SERVICES WOULD SUFFER AN INCREASE IN TIME REQUIRED FOR NIV PROCESSING, DESPITE THE REORGANIZATION WHICH MADE THE REDUCTION POSSIBLE.

THE ADMINISTRATIVE SECTION'S REDUCTION OF TWO OFFICERS IN THE COMMUNICATIONS SECTION WOULD DECREASE THE FLOW OF TELEGRAPHIC TRAFFIC BY 35 PERCENT, EVEN WITH EQUIPMENT IMPROVEMENTS. THE ELIMINATION OF AN FSL PERSONNEL SPECIALIST WILL DEPRIVE ALL AGENCIES AT POST OF THOSE SERVICES

(1) DECISION UNIT: COUNTRY X

(2) PACKAGE II OF III

(3) ACTIVITY DESCRIPTION

AT THIS LEVEL, TRADE PROMOTION ACTIVITIES WOULD BE RESTORED TO THE CURRENT LEVEL WITH THE ADDITION OF ONE OFFICER TO THE E/C SECTION WHO WOULD DEVOTE AT LEAST ONE-HALF MAN-YEAR TO BUSINESSMEN'S SERVICES. SOME INCREASED ECONOMIC REPORTING IN SUPPORT OF OBJECTIVE III COULD ALSO BE CARRIED OUT.

RESTORATION OF ONE COMMUNICATOR ALLOWS OUR TELEGRAPHIC TRAFFIC TO APPROACH 85 PERCENT OF OUR CURRENT LEVEL.

UNCLASSIFIED

PAGE 16 STATE 063477

AN ADDITIONAL FSL IN THE ADMINISTRATIVE SECTION WOULD RESTORE PERSONNEL SUPPORT ACTIVITIES TO ALL ELEVEN AGENCIES AT POST.

FY 1980

(4) RESOURCE REQUIREMENTS FY 78 FY 79 THIS CUMUL.

PCKG.  
ONLY

US OFFICERS	19	18	2	17
US STAFF	5	4	-	4
FSL'S	43	40	1	38

TOTALS 67 62 3 59

(5) IMPACT ON CURRENT U.S. POLICY GOALS, OBJECTIVES,  
AND ESSENTIAL ACTIVITIES

THERE WILL CONTINUE TO BE A SHORTFALL IN ECONOMIC REPORT-  
ING ATTRIBUTABLE TO THE REDUCTION IN ONE FSL POSITION.  
FOR THE MOST PART, THIS SHORTFALL IMPACTS LESS ON OBJECTIVE  
V THAN ON OTHER AGENCIES -- PARTICULARLY COMMERCE, AGRI-  
CULTURE AND INTERIOR -- BECAUSE OF THE DECREASED QUALITY  
OF CERP REPORTING RESULTING FROM THE ABSENCE OF A LOCAL  
SPECIALIST IN AGRICULTURE, FORESTRY AND PULP PRODUCTION.

NIV PROCESSING WOULD CONTINUE TO LAG AT THIS LEVEL.

COMMUNICATION FLOW WOULD BE REDUCED BY 15 PERCENT AND  
UNEXPECTED ABSENCES COULD REQUIRE TDY ASSISTANCE FOR THE  
POST.

UNCLASSIFIED

PAGE 17 STATE 063477

(1) DECISION UNIT: COUNTRY X

(2) PACKAGE III OF III

(3) ACTIVITY DESCRIPTION

ALL ACTIVITIES CURRENTLY CONDUCTED BY THE EMBASSY  
WOULD BE CONTINUED IN SUPPORT OF THE AGREED FIVE MAJOR  
POLICY GOALS AND OBJECTIVES.

FY 1980

(4) RESOURCE REQUIREMENTS FY78 FY79 THIS CUMUL.

PKG.

ONLY

US OFFICERS	19	18	1	18
US STAFF	5	4	-	4
FSL'S	43	40	2	40

TOTALS 67 62 3 62

(5) IMPACT STATEMENT

WHILE ALL CURRENT ACTIVITIES COULD BE CONTINUED AT THIS  
LEVEL, MARGINAL INCREASES IN THE NUMBER OF BUSINESS  
VISITORS, THE NEED FOR QUALITATIVE IMPROVEMENTS IN SPECIAL  
CONSULAR SERVICES, AND THE FLOW OF U.S. OFFICIAL VISITORS  
TO X WILL STRETCH OUR RESOURCES TO THE BREAKING POINT  
THROUGHOUT THE EMBASSY.

20. IN A FINAL NARRATIVE SECTION PLEASE COMMENT ON THOSE  
STATE PROGRAMS AND ACTIVITIES TO WHICH YOU ALLOCATE SIG-

NIFICANT NON-SALARY FUNDING (I.E., OPERATING EXPENSES OTHER THAN PERSONNEL COMPENSATION). INCLUDED IN THIS SECTION WOULD BE REVIEW AND ANALYSIS OF FUNDING FOR PROGRAMS AND ACTIVITIES SUCH AS COMMERCIAL LIBRARIES, CONSULAR AUTOMATION, REPRESENTATION, OFFICE AND RESIDENTIAL SPACE, EQUIPMENT, ADMINISTRATIVE OPERATIONS, AND OTHERS. YOUR REVIEW UNCLASSIFIED

PAGE 18 STATE 063477

SHOULD INCLUDE CONSTITUENT POST OPERATIONS AS WELL.

21. DESCRIBE THE ECONOMIES WE MIGHT ACHIEVE, AND THE IMPACT ON THE MISSION'S POLICY GOALS, OBJECTIVES, AND ESSENTIAL FUNCTIONS, OF ALLOCATING FUNDS TO THESE PROGRAMS AND ACTIVITIES:

(1) BELOW FY 1978 FUNDING, ADJUSTED FOR INFLATION,

(2) CONTINUING AT CURRENT OPERATING LEVELS, AND

3) INCREASING FUNDING FOR THESE PURPOSES (OPTIONAL).

II. EVALUATION OF GOALS, OBJECTIVES, AND RESOURCE MANAGEMENT OF ALL AGENCIES WITH PERSONNEL SUBJECT TO AMBASSADOR'S SUPERVISION, COORDINATION AND DIRECTION.

1. EACH MISSION CHIEF IS REQUESTED TO SUBMIT BRIEF, CANDID EVALUATIONS (NO MORE THAN TWO PAGES EVE FOR THE LARGEST AGENCY) OF THE ACTIVITIES OF DEPARTMENTS AND AGENCIES UNDER THE AMBASSADOR'S SUPERVISION, COORDINATION AND DIRECTION. GIVEN THE DISPARITIES IN THE SIZE AND CHARACTER OF THOSE ACTIVITIES WE DO NOT WANT TO PRESCRIBE A PRECISE FORMAT, BUT THE EVALUATION SHOULD FOCUS ON TWO CENTRAL QUESTIONS: HOW AND TO WHAT EXTENT DO THE AGENCY'S ACTIVITIES RELATE TO THE MISSION'S APPROVED POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES? WHAT ARE THE AGENCY'S PRIORITIES AND WHAT ARE THE AMBASADOR'S VIEWS ABOUT THEM?

2. IN PREPARING THESE EVALUATIONS YOU SHOULD CONCENTRATE ON THE LARGEST AGENCIES AND ACTIVITIES HAVING MOST OBVIOUS FOREIGN POLICY IMPLICATIONS (E.G., AID, ICA, PEACE CORPS, UNCLASSIFIED

PAGE 19 STATE 063477

DEFENSE ACTIVITIES, SECURITY ASSISTANCE). BUT YOUR COMMENTS IN BRIEFER FORM ON ACTIVITIES OF OTHER AGENCIES WITH PERSONNEL SUBJECT TO YOUR AUTHORITY IS ALSO SOUGHT. PLEASE COMMENT BOTH ON THE AGENCY'S PROGRAMS AND ON ITS PROGRAM AND ADMINISTRATIVE SUPPORT STAFF.

3. NOTE: PAO'S HAVE BEEN ASKED TO SUBMIT 90-95 PERCENT

ZBB SUBMISSIONS TO ICA BY APRIL 15. AID WILL USE A UNIFIED ZBB APPROACH FOR FY 1980 FOR SUBMISSION BY MAY 25. IT MELDS BOTH PROGRAM AND OPERATING BUDGETS, ANALYZING THEM AT ALTERNATIVE LEVELS OF ACTIVITY, WHICH WILL VARY FROM MISSION TO MISSION. THE PEACE CORPS IS CONCENTRATING ITS EFFORTS THIS YEAR ON A QUALITATIVE REASSESSMENT OF ITS PROGRAMS; THIS REASSESSMENT WILL INCLUDE AN ANALYSIS OF THE "MINIMUM" LEVEL OF ACTIVITY FEASIBLE FOR EACH PROGRAM.

4. AFTER YOU HAVE REVIEWED BOTH STATE AND OTHER AGENCY ACTIVITIES AS SPECIFIED IN PART I AND ABOVE, YOU SHOULD LIST IN RANK ORDER THE USG ACTIVITIES OR PORTIONS OF ACTIVITIES OF ALL AGENCIES IN THE COUNTRY WHICH YOU CONSIDER

TO FALL WITHIN THAT 10 PERCENT OF ALL USG ACTIVITIES THAT ARE LEAST IMPORTANT TO ATTAINMENT OF AGREED MISSION GOALS, OBJECTIVES, AND ESSENTIAL ACTIVITIES. WE DO NOT WANT TO PRESCRIBE A PRECISE FORMAT BEYOND THE SUGGESTION ABOVE THAT YOU THINK IN TERMS OF LISTING ACTIVITIES TOTALLING APPROXIMATELY TEN PERCENT OF OVERALL FY 1978 MISSION RESOURCES. WE KNOW THAT THE INTERAGENCY COMPARISONS WHICH THIS TASK NECESSITATES ARE DIFFICULT AND THAT YOUR RESPONSE WILL BE IN SOME DEGREE TENTATIVE AND IMPRESSIONISTIC. NONETHELESS YOU ARE IN THE BEST POSITION TO PROVIDE SUCH JUDGMENTS, AND WE WOULD VALUE THEM AS A FIRST STEP TOWARD THE DEVELOPMENT OF A MORE ORDERLY EVALUATION OF THE FULL RANGE OF U.S. OVERSEAS ACTIVITIES BY COUNTRY AND REGION.

ALL SUBMISSIONS AND SPECIFIED BACKUP MATERIAL SHOULD BE UNCLASSIFIED

PAGE 20 STATE 063477

RECEIVED IN THE DEPARTMENT BY APRIL 30, 1978. VANCE

UNCLASSIFIED

PAGE 01 STATE 063477  
ORIGIN NEA-04

INFO OCT-01 ISO-00 /005 R

66011  
DRAFTED BY NEA/EX:LCSMITH  
APPROVED BY NEA:NAVELIOTES  
-----097477 230836Z /11

R 222150Z MAR 78  
FM SECSTATE WASHDC  
TO AMEMBASSY BEIRUT

UNCLAS STATE 063477

FOL RPT STATE 063477 ACTION ALL DIPLOMATIC AND CONSULAR

POSTS 12 MAR 78 QUOTE

UNCLAS STATE 063477

INFORM CONSULS

E.O. 11652: N/A

TAGS: OGEN

SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT  
(GORM) PROCESS

FOR THE AMBASSADOR FROM THE DPTY UNSECY FOR MANAGEMENT

REF: STATE 291277 AND SUBSEQUENT RELATED CABLES

THIS TWO-PART INSTRUCTION IS A CONTINUATION OF THE GOALS/  
OBJECTIVES AND RESOURCE MANAGEMENT (GORM) PROCESS. IT IS  
PROMPTED BY A DESIRE ON THE PART OF THE DEPARTMENT, OMB,  
AND THE CONGRESS FOR DIRECT FIELD PARTICIPATION IN RESOURCE  
MANAGEMENT FOR FY 1980. YOUR PERSONAL ASSESSMENT IS RE-  
UNCLASSIFIED

PAGE 02 STATE 063477

QUESTED ABOUT THE WAY IN WHICH RESOURCES ARE PLANNED TO BE  
USED BY STATE AND OTHER AGENCIES IN FY 1980 IN RELATIONSHIP  
TO THE MISSION'S POLICY GOALS, OBJECTIVES AND ESSENTIAL  
ACTIVITIES.

PART I CONTAINS INSTRUCTIONS FOR APPLYING A MODIFIED ZERO  
BASE BUDGETING (ZBB) ANALYSIS TO THE DEPARTMENT OF STATE  
COMPONENTS AT YOUR MISSIONS.

PART II CONTAINS INSTRUCTIONS FOR YOUR SUBMISSION OF A  
SUMMARY EVALUATION OF GOALS/OBJECTIVES AND RESOURCE MANAGE-  
MENT OF OTHER AGENCIES REPRESENTED IN THE MISSION.

IN PREPARING YOUR RESPONSES, YOU SHOULD ASSUME THAT EXIST-  
ING USG OVERALL PERSONNEL AND RESOURCE CONSTRAINTS WILL  
CONTINUE OR BECOME MORE SEVERE IN FY 1980. AS A GENERAL  
RULE HIGH PRIORITY NEW ACTIVITIES AT ONE POST WILL HAVE TO  
BE FUNDED BY DISCONTINUANCE OF OTHER ACTIVITIES THERE OR  
ELSEWHERE. - -

PART I - STATE GORM SUBMISSIONS

A. A WORD ABOUT ZBB.

1) ZBB IS NOT A CONVENTIONAL BUDGET REVIEW. IT IS A PRO-  
CESS TO DETERMINE THE PRIORITIES OF MIDDLE AND UPPER LEVEL  
MANAGEMENT IN TERMS OF RESOURCE USE. IT REQUIRES MANAGERS  
TO WEIGH THE RELATIVE NEEDS FOR THE ACTIVITIES PERFORMED

BY THE UNIT AND THEIR RELATIONSHIP TO AGREED OBJECTIVES. MANAGERS EXAMINE THE MAJOR OBJECTIVES AT ALTERNATIVE RESOURCE LEVELS, AND MEASURE THE EFFECT ON PERFORMANCE AND ACCOMPLISHMENTS UNDER EACH LEVEL. IN CONTRAST, THE TRADITIONAL BUDGET PROCESS GENERALLY ASSUMES AND JUSTIFIES UNCLASSIFIED

PAGE 03 STATE 063477

CONTINUATION OF EXISTING PROGRAMS AND ACTIVITIES, AND FOCUSES ONLY ON HOW MUCH THESE SHOULD BE INCREASED.

2) AT THE DIRECTION OF THE PRESIDENT, THE ZBB APPROACH WAS USED BY FEDERAL DEPARTMENTS AND AGENCIES IN PREPARING THEIR FY 1979 BUDGETS. THERE WAS INSUFFICIENT TIME FOR THE DEPARTMENT TO APPLY ZBB IN THE FIELD FOR FY 1979. THIS IS THE FIRST OPPORTUNITY FOR THE FIELD POSTS TO BECOME INVOLVED IN THE ZBB PROCESS.

3) WHEN THE ZBB RECOMMENDATIONS FROM THE EMBASSIES ARRIVE IN WASHINGTON, THE REGIONAL BUREAUS WILL USE THEM TO PREPARE BUREAU-WIDE ZBB SUBMISSIONS. IN THIS PROCESS THE BUREAUS WILL REVIEW INDIVIDUAL EMBASSY SUBMISSIONS, REVISE THESE RECOMMENDATIONS FROM THE BUREAU PERSPECTIVE, PRICE THEM OUT, AND SUBMIT THEM TO THE PRIORITIES POLICY GROUP (PPG). THE PPG WILL CONSIDER THE ISSUES RAISED, DETERMINE PRIORITIES, AND MAKE FINAL DECISIONS ON ALLOCATION OF RESOURCES AMONG BUREAUS AND PROGRAMS FOR DEPARTMENT'S SUBMISSION TO OMB WITH APPROPRIATE FEEDBACK TO BUREAUS AND POSTS ON THE BASIS AND RATIONALE OF THE DECISIONS MADE.

B. INSTRUCTIONS FOR THE PREPARATION OF STATE COMPLEMENT ZBB SUBMISSIONS.

1. IN ORDER TO SIMPLIFY ZBB AT THE FIELD LEVEL, SUBMISSIONS WILL BE BASED UPON POSITION RESOURCES RATHER THAN DOLLAR RESOURCES.

2. BY SEPARATE CABLES, REGIONAL BUREAUS WILL NOTIFY EACH POST OF ITS PROJECTED OCTOBER 1, 1979, AUTHORIZED FULL-TIME STATE AMERICAN AND LOCAL COMPLEMENTS. DECISION PACKAGES WILL BE CALCULATED ON THIS BASIS, WHICH IS REFERRED TO HEREIN AS THE QUOTE CURRENT LEVEL UNQUOTE OF POSITIONS.

UNCLASSIFIED

PAGE 04 STATE 063477

3. IT IS OBVIOUS THAT AN AMERICAN POSITION WITH ITS ATTENDANT DIRECT AND INDIRECT COSTS, GENERALLY RESULTS IN CONSIDERABLY LARGER BUDGET IMPACT THAN A LOCAL POSITION. THE REGIONAL BUREAUS WILL PREPARE FOR EAC; POST A "RATIO" BETWEEN AMERICAN AND LOCAL POSITIONS WHICH WILL PERMIT THE



POSTS TO SUBSTITUTE ONE FOR THE OTHER. FOR EXAMPLE, IF THE RATIO WERE 1:3, THE POST COULD ELECT TO REDUCE ITS AMERICAN STAFF BY ONE IN LIEU OF REDUCING ITS LOCAL STAFF BY THREE. BY USING THIS RATIO YOU CAN ENSURE THAT THE PERSONNEL RESOURCE NUMBERS WHICH YOU WILL BE USING AS YOUR "CURRENCY" APPROXIMATE THE VARIOUS RESOURCE LEVELS CALLED FOR IN THE PACKAGES DESCRIBED IN PARA 6 BELOW.

4. EACH COUNTRY SUBMISSION WILL CONSIST OF BRIEF ANALYTICAL DOCUMENTS CALLED "DECISION PACKAGES", EACH ONE OF WHICH CONTAINS ALL OF THE INFORMATION NECESSARY TO EVALUATE PERFORMANCE AT THAT GIVEN STAFFING LEVEL. IT ALSO STATES WHAT CAN AND CANNOT BE DONE, DESCRIBING THE CONSEQUENT EFFECTS ON THE MISSION GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES.

5. THE NUMBER OF DECISION PACKAGES REQUIRED FROM EACH POST WILL DEPEND ON THE SIZE OF ITS "CURRENT LEVEL" OF POSITIONS.

A) A COMBINED TOTAL OF AMERICAN/FSL POSITIONS OF 40 OR MORE -- PACKAGES I, II, III, AND AN OPTIONAL IV.

B) POSTS WITH TOTAL COMPLEMENTS 20 OR MORE AND LESS THAN 40, PACKAGES I AND III, AND AN OPTIONAL IV.

C) POSTS WITH A COMPLEMENT OF LESS THAN 20 - PACKAGE III, AND OPTIONAL PACKAGES I AND IV.

UNCLASSIFIED

PAGE 05 STATE 063477

6. EXPLANATION OF THE PACKAGES:

A. PACKAGE I (MINIMUM LEVEL) DESCRIBES THE MANNER IN WHICH THE EMBASSY WOULD ALLOCATE ITS RESOURCES IF IT RECEIVED IN FY 1980 NINETY (90) PERCENT OR LESS OF ITS CURRENT LEVEL POSITIONS.

B. PACKAGE II (INTERMEDIATE LEVEL) DESCRIBES THE MANNER IN WHICH THE EMBASSY WOULD ALLOCATE ADDITIONAL RESOURCES FOR A CUMULATIVE TOTAL OF NINETY-FIVE (95) PERCENT OF ITS CURRENT LEVEL POSITIONS.

C. PACKAGE III (CURRENT LEVEL) DESCRIBES THE USES TO WHICH THE EMBASSY WOULD APPLY RESOURCES IF IT RECEIVED A FULL ONE HUNDRED (100) PERCENT OF ITS CURRENT LEVEL POSITIONS.

D. IN THE OPTIONAL PACKAGE IV, THE EMBASSY MAY REQUEST MORE THAN THE CURRENT LEVEL POSITIONS WITH ACCOMPANYING JUSTIFICATIONS WHERE THERE IS A COMPELLING CASE FOR SUCH ADDED PERSONNEL RESOURCES. (ESTIMATED CONSULAR WORKLOAD GROWTH NEED NOT BE INCLUDED HERE SINCE IT WILL BE BUILT INTO THE DEFINITION OF THE "CURRENT LEVEL".)

7. FOR PURPOSES OF THIS ANALYSIS, STATE DEPARTMENT ELEMENTS ARE TO BE SUBDIVIDED, AS APPROPRIATE, ALONG THE TRADITIONAL FUNCTIONAL LINES OF EXECUTIVE, POLITICAL, ECONOMIC/COMMERCIAL, CONSULAR AND ADMINISTRATION SECTIONS. ADDITIONAL STATE PERSONNEL UNDER MISSION SUPERVISION SUCH AS REGIONAL OFFICES, ETC., SHOULD BE LISTED AS "OTHER". POSITIONS AT CONSTITUENT POSTS SHOULD BE INCLUDED IN THE MISSION BREAKDOWNS BY FUNCTION. PRINCIPAL OFFICER POSITIONS SHOULD BE INCLUDED IN THE EXECUTIVE FUNCTION, CONSULAR IN THE CONSULAR FUNCTION, ETC.

UNCLASSIFIED

PAGE 06 STATE 063477

8. WE ALSO WANT YOUR VIEWS ON REGIONAL STATE DEPARTMENT ACTIVITIES WHICH ARE LOCATED IN YOUR COUNTRY, ALTHOUGH WE RECOGNIZE THAT YOU WILL HAVE TO QUALIFY YOUR JUDGMENTS AS THE ACTIVITIES IN QUESTION SERVE POSTS AND PURPOSES BEYOND YOUR DIRECT SUPERVISION.

9. THE OBJECTIVE OF ZBB IS THE RANKING OF ACTIVITIES ACCORDING TO THE PRIORITY EACH ORGANIZATION ATTACHES TO THEM. THIS PROCESS BEGINS WITH EACH ORGANIZATIONAL UNIT (THE MAJOR SECTIONS OF LARGER EMBASSIES), SYSTEMATICALLY REVIEWING, EVALUATING, AND ASSIGNING PRIORITIES TO ITS ACTIVITIES, WHETHER LONGSTANDING OR NEWLY PROPOSED. THE

AMBASSADOR, AS THE REVIEWING AUTHORITY, EVALUATES THESE ANALYSES TO DETERMINE THEIR OVERALL PRIORITY RANKING. FOR SMALLER POSTS, AMBASSADORS MAY DECIDE TO TREAT THE EMBASSY AS A SINGLE ORGANIZATIONAL UNIT.

10. IN DEVELOPING YOUR VARIOUS ZBB POSITION PACKAGES AND COMMENTS ON NON PERSONNEL RESOURCES (PARAS 20-21), PLEASE GIVE SPECIAL ATTENTION TO POSSIBLE ALTERNATIVE WAYS OF CARRYING OUT YOUR GOALS AND OBJECTIVES. NONE OF YOUR ACTIVITIES SHOULD BE EXEMPT FROM THE CRITICAL EXAMINATION CALLED FOR IN THIS PROCESS. EVEN ACTIVITIES REQUIRED BY LAW SHOULD BE CONSIDERED FOR REVISION IF IN YOUR JUDGMENT OTHER, HIGHER PRIORITIES REQUIRE IT. YOU SHOULD ALSO CONSIDER ALTERNATIVES SUCH AS:

A) THE REGIONALIZATION OR CENTRALIZATION OF CERTAIN ADMINISTRATIVE OR SUBSTANTIVE OPERATIONS.

B) ELIMINATION OF DEPUTIES.

UNCLASSIFIED

PAGE 07 STATE 063477

C) COMBINING FUNCTIONS OR ORGANIZATIONAL UNITS.

D) USE OF NON-PERSONAL SERVICES CONTRACTS IN LIEU OF DIRECT HIRE EMPLOYEES.

E) THE USE OF LOCAL PERSONNEL IN LIEU OF AMERICAN PERSONNEL.

F) THE USE OF ECONOMIC REPORTS OR MARKET DEVELOPMENT DATA FROM LOCAL BRANCHES OF INTERNATIONAL BANKS IN LIEU OF USING "IN HOUSE" STAFF TO DEVELOP SUCH INFORMATION.

G) THE USE OF LABOR SAVING DEVICES SUCH AS WORD PROCESSING EQUIPMENT, TERP INSTALLATIONS IN COMMUNICATIONS CENTERS, ETC.

H) THE USE OF TAXICABS OR OTHER PUBLIC TRANSPORTATION IN LIEU OF GOVERNMENT VEHICLES.

I) THE ELIMINATION OF 24-HOUR COMMUNICATION CENTER OPERATIONS.

J) THE USE OF PART-TIME AMERICAN OR LOCAL EMPLOYEES TO ASSIST DURING PEAK WORKLOAD PERIODS OR IN ABSENCE OF REGULAR STAFF.

11. AT THIS POINT, YOU CAN COMMENCE THE PREPARATION OF YOUR "PACKAGES, LARGER MISSIONS AND/OR THOSE WITH CONSTITUENT POSTS MAY WISH TO DEVELOP INDIVIDUAL PACKAGES FOR IN-HOUSE USE ONLY FOR THE MAJOR SECTIONS OF THE EMBASSY AND CONSTITUENT POSTS, UTILIZING EITHER THE STANDARD INCREMENTAL PERCENTAGES (90-95-100) OR SUCH OTHER PERCENTAGES AS PRESCRIBED BY THE AMBASSADOR. AT SMALLER MISSIONS, AND ESPECIALLY THOSE WITHOUT CONSTITUENT POSTS, AMBASSADORS MAY DECIDE TO DISPENSE WITH THIS STEP. THE UNCLASSIFIED

PAGE 08 STATE 063477

SECOND STEP FOR THOSE MISSIONS THAT INITIALLY HAVE PACKAGES BY SECTION AND/OR CONSTITUENT POSTS WOULD BE TO COMBINE THEM INTO A SINGLE SET OF DECISION PACKAGES FOR THE MISSION AS WHOLE.

12. AS BACK-UP MATERIAL TO YOUR PACKAGES, PLEASE SUBMIT A ZBB PACKAGE WORKSHEET (FORM ZBB-2, PARA 17 BELOW). NO SEPARATE WORKSHEETS SHOULD BE SUBMITTED FOR CONSTITUENT POSTS. POSITION LEVELS FOR EACH PACKAGE ARE OBTAINED FROM FORM ZBB-1, LINES 3A, B AND C. (PARA 16).

13. INSTRUCTIONS FOR PREPARATION OF DECISION PACKAGES: AFTER COMPLETING FORMS ZBB-1 AND 2, DECISION PACKAGES SHOULD BE PREPARED USING FORM ZBB-3 (PARA 18 BELOW) FOR EACH PACKAGE. NO SINGLE PACKAGE SHOULD BE LONGER THAN

THREE PAGES. PARA 19 IS AN EXAMPLE OF A COMPLETED SUB-MISSION FOR A MISSION WITH 62 STATE POSITIONS.

(1) DECISION UNIT NAME: THE COUNTRY FOR WHICH THE PACKAGE HAS BEEN DEVELOPED.

(2) PACKAGE (BLANK) OF (BLANK). IDENTIFY THE LEVEL OF RESOURCE AND PERFORMANC; REPRESENTED BY THE DECISION PACKAGE AND MARK THE TOTAL NUMBER OF DECISION PACKAGES UBMITTED (E.G., PACKAGE I OF III, PACKAGE IV OF IV).

(3) ACTIVITY DESCRIPTION: DESCRIBE THE WORK TO BE PERFORMED OR SERVICES PROVIDED WITH THE RESOURCES SPECIFIED IN THE PACKAGE. DO NOT INCLUDE ITEMS COVERED BY EARLIER PACKAGES. STATETHE KINDS OF ACTIVITIES TO BE ENGAGED IN AND THE OBJECTIVES TO WHICH THEY ARE DIRECTED.

(COMMERCIAL ACTIVITIES SHOULD BE DIRECTLY LINKED TO YOUR UNCLASSIFIED

PAGE 09 STATE 063477

COUNTRY COMMERCIAL PLAN OR OTHER POST COMMERCIAL PLANNING. SIMILARLY, CONSULAR RESOURCES SHOULD BE BASED ON THE CONSULAR WORKLOAD DATA FORWARDED TO CA FOR INCLUSION IN THE CONSULAR PACKAGE.) MAKE SURE THAT THIS SECTION COVERS THE ACTIVITIES OF ALL FUNCTIONAL AREAS IN THE EMBASSY.

(4) RESOURCE REQUIREMENTS: USE THIS SECTION TO IDENTIFY THE POSITIONS ASSOCIATED WITH THIS PACKAGE. BEGINNING FY 1978 AND FY 1979 POSITION FIGURES ARE REQUESTED ONLY TO PUT FY 1980 PERSONNEL RESOURCES IN PERSPECTIVE. UNDER THE "THIS PACKAGE ONLY" COLUMN, ENTER AUTHORIZED POSITIONS REQUIRED TO OPERATE THIS PACKAGE ONLY. UNDER THE "CUMULATIVE" COLUMN, ENTER THE CUMULATIVE POSITIONS REQUIRED TO OPERATE THIS AND ALL LOWER-NUMBERED PACKAGES.

(5) IMPACT ON POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES: DESCRIBE THE IMPACT ON MISSIONS' AGREED POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES, INCLUDING THOSE SUCH AS ADMINISTRATIVE, COMMERCIAL, AND CONSULAR WHICH ARE NOT SO CLEARLY COVERED BY POLICY GOALS AND OBJECTIVES, OF OPERATING AT THE SPECIFIED LEVEL OF PERSONNEL RESOURCES. DESCRIBE THE ACTIVITIES THE EMBASSY MUST FOREGO WERE IT RESTRICTED TO THIS LEVEL. YOU SHOULD BE AS SPECIFIC AS POSSIBLE AS TO EXACTLY WHICH GOALS AND OBJECTIVES, IF ANY, WOULD BE ADVERSELY AFFECTED, AND TO WHAT DEGREE, REFERENCING THE AGREED GOALS AND OBJECTIVES BY NUMBER AND CABLE. THE IMPACT OF PROPOSED REDUCTIONS OF FAAS/CORE/DAS POSITIONS ON SERVICED AGENCIES SHOULD ALSO BE DETAILED HERE.

14. OBVIOUSLY YOUR MOST DIFFICULT POLICY CHOICES WILL HAVE TO BE MADE IN PREPARING YOUR MINIMUM LEVEL (90 PERCE-

NT) PACKAGES. YOU WILL DOUBTLESS FIND IT NECESSARY TO ALLOCATE RESOURCES TO STATE ELEMENTS AT VARYING LEVELS (I.E., SOME GREATER AND SOME LESS THAN 90 PERCENT) AS YOU ESTABLISH YOUR EMBASSY-WIDE STATE LEVEL OF 90 PERCENT.  
UNCLASSIFIED

PAGE 10 STATE 063477

FOR EXAMPLE, IF IT WERE FELT NECESSARY TO MAINTAIN ONE SECTION AT 100 PERCENT OF THE CURRENT LEVEL, OTHER SECTIONS WOULD HAVE TO BE REDUCED BELOW THE 90 PERCENT LEVEL. POSTS MAY SUBMIT A TOTAL MINIMUM PACKAGE AT LOWER THAN 90 PERCENT OF THE CURRENT LEVEL IF THEY DESIRE TO DO SO AND FIND IT FEASIBLE TO OPERATE AT SUCH LEVELS WITHOUT DETRIMENT TO GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES. IN CONSTRUCTING YOUR ALTERNATIVE PACKAGES, BEAR IN MIND THE IMPACT OF REDUCTIONS IN ONE SECTOR OF THE EMBASSY ON ACTIVITIES OF ANOTHER. FOR EXAMPLE, A SIGNIFICANT CUTBACK IN COMMUNICATIONS FLOW CAPABILITY AS A RESULT OF REDUCTIONS ON THE ADMINISTRATIVE SIDE COULD AFFECT REPORTING ON POLITICAL AND ECONOMIC SUBJECTS AND IMPLICITLY THE REQUIREMENTS FOR PERSONNEL IN THOSE SECTIONS.

15. IT IS ALSO IN THE PREPARATION OF THE MINIMUM-LEVEL PACKAGE THAT DISJUNCTIONS BETWEEN POLICY GOALS AND OBJECTIVES AND PRACTICAL OPERATIONAL DEMANDS TEND TO BECOME MOST EVIDENT. SOME OF YOUR MOST IMPORTANT AND EXPENSIVE

ACTIVITIES MAY NOT RELATE CLEARLY, IF AT ALL, TO BROAD, HIGH PRIORITY FOREIGN POLICY GOALS AND OBJECTIVES. ESSENTIAL ADMINISTRATIVE RESOURCE NEEDS AND CONSULAR BURDENS TEND TO INCREASE GLOBALLY REGARDLESS OF POLICY PRIORITIES. TO BE COMPREHENSIVE AND REALISTIC YOUR SUBMISSIONS SHOULD GIVE AS CLOSE AND CAREFUL ATTENTION TO THESE DAY-TO-DAY "ESSENTIAL ACTIVITIES" AS TO POLITICAL AND ECONOMIC ACTIVITIES WHERE THE CONNECTION TO APPROVED POLICY GOALS AND OBJECTIVES MAY BE MORE DIRECT AND OBVIOUS.

16. FORM ZBB-1:

1. TOTAL U.S. PERSONNEL - 22

UNCLASSIFIED

PAGE 11 STATE 063477

2. TOTAL FSL - 40

3. TOTAL PERSONNEL RESOURCES AT THE MISSIONS

(1 AND 2) I.E., THE "CURRENT LEVEL" - 62

A. PACKAGE I (LINE 3 X 90 PERCENT) EQUALS 56

B. PACKAGE II (LINE 3 X 5 PERCENT) EQUALS 3

C. PACKAGE III (LINE 3 X 5 PERCENT) EQUALS 3

17. FORM ZBB-2: PACKAGE WORKSHEET:

## ZERO-BASE BUDGETING

FY-1980

## PERSONNEL RESOURCE WORKSHEET

(LEFT HALF OF CHART)

(1)	(2)	(3)	(4)	(5)	(6)	(7)
FY 1978			PACKAGE I			
AMER		AMER	AMER		AMER	
FUNCTION	OFF.	STAFF	FSL	OFF.	STAFF	FSL

EXEC	2	2	4	2	2	3
POL/LABOR	3	2	1	2	1	1
E/C	3	1	7	2	1	6
CONS	3	-	9	3	0	8
ADMIN	8	-	22	6	-	19
TOTAL THIS						
PACKAGE	19	5	43	15	4	37
CUMULATIVE						
TOTAL	19	5	43	15	4	37

(RIGHT HALF OF CHART)

(8)	(9)	(10)	(11)	(12)	(13)
PACKAGE II			PACKAGE III		
AMER		AMER	AMER		AMER
OFF.	STAFF	FSL	OFF.	STAFF	FSL
EXEC.	-	-	-	-	-
POL/LABOR	-	-	-	-	-
E/C	1	-	-	-	1
UNCLASSIFIED					

PAGE 12 STATE 063477

CONS	-	-	-	-	-	1
ADMIN	1	-	1	1	-	-
TOTAL THIS						
PACKAGE	2	-	1	1	-	2
CUMULATIVE						
TOTAL	17	4	38	18	4	40

18. FORM ZBB-3:

(1) DECISION UNIT NAME: (2) PACKAGE OF

(3) ACTIVITY DESCRIPTION:

(4) RESOURCE REQUIREMENTS:

FY-1978 FY-1979 THIS PACKAGE ONLY CUMULA-

U. S. OFFICERS

U. S. STAFF

FSL'S

TOTAL

(5) IMPACT ON POLICY GOALS, OBJECTIVES AND ESSENTIAL  
ACTIVITIES:

19. SAMPLE ZBB SUBMISSION

(1) DECISION UNIT: COUNTRY X

(2) PACKAGE I OF III

(3) ACTIVITY DESCRIPTION

UNCLASSIFIED

PAGE 13 STATE 063477

WE HAVE SELECTED 90 PERCENT OF OUR CURRENT LEVEL AS THE MINIMUM LEVEL AT WHICH THE EMBASSY CAN EFFECTIVELY PURSUE U.S. AGREED GOALS AND OBJECTIVES IN X AND CARRY OUT THOSE ACTIVITIES ESSENTIAL TO A U.S. EMBASSY HERE. THE RANGE OF EMBASSY ACTIVITIES AT THIS LEVEL DIFFERS FROM OUR CURRENT MIX PRINCIPALLY IN THE DECREASE IN ECONOMIC, CONSULAR AND ADMINISTRATIVE ACTIVITIES, THE EXECUTIVE AND POLITICAL SECTIONS ALREADY HAVING BEEN CUT TO THE MINIMUM IN THE PAST.

AT THE MINIMUM LEVEL, THE 7-MAN EXECUTIVE STAFF (2 OFFICERS, 2 STAFF, AND 3 FSL'S) COULD CONTINUE TO CONDUCT POLICY FORMULATION AND MANAGEMENT GUIDANCE FOR ALL ELEMENTS OF THE MISSION. ESSENTIAL PROTOCOL AND FORMAL REPRESENTATION FUNCTIONS, IN SUPPORT OF OBJECTIVES I AND IV, COULD ALSO BE PROVIDED.

THE FOUR-MAN (2 OFFICER, 1 STAFF, 1 FSL) POLITICAL/LABOR SECTION COULD CONTINUE ITS PRESENT PROGRAM OF TIGHTLY FOCUSED REPRESENTATION, REPORTING, AND POLICY FORMULATION IN SUPPORT OF OBJECTIVES I, II, AND III. AT LEAST ONE FULL MAN-YEAR WOULD BE DEVOTED TO X'S LABOR SECTOR AND SUBSTANTIAL INCREMENTS OF RESOURCES TO X'S PARTICIPATION IN THE EC AND NATO. ESSENTIAL BIO REPORTING AND LANGUAGE TRAINING COULD BE CONTINUED.

. THE E/C SECTION, REDUCED BY 1 OFFICER AND 1 FSL AT THE LEVEL TO 9 (2 OFFICERS, 1 STAFF AND 6 FSL'S) COULD MEET U.S. MINIMUM NEEDS FOR ECONOMIC REPORTING AND REPRESENTATION IN SUPPORT OF OBJECTIVE III. THIS WOULD INCLUDE SPECIAL FISHERY DATA REPORTING. TRADE PROMOTION WORK (OBJECTIVE V) WOULD BE PROVIDED AT THE BARE MINIMUM LEVEL.

THE CONSULAR SECTION WOULD BE REDUCED BY 1 FSL TO 11 (3 OFFICERS AND 8 FSL'S). AT THIS LEVEL, THE SECTION COULD

UNCLASSIFIED

PAGE 14 STATE 063477

ISSUE THE EXPECTED 6000 NON-IMMIGRANT AND 350 IMMIGRANT

VISAS--AND PROVIDE BASIC PASSPORT AND CITIZENSHIP SERVICES AND ADEQUATE PROCESSING OF SOCIAL SECURITY AND VETERANS' CLAIMS.

KEY ADMINISTRATIVE SERVICES COULD BE PROVIDED, EVEN WITH A REDUCED STAFF OF 6 US AND 19 FSL POSITIONS (DOWN FROM 8 US AND 20 FSL'S) IN SECURITY, PERSONNEL AND GENERAL SERVICES. MINIMUM MAINTENANCE SERVICES FOR THE EMBASSY COULD BE PROVIDED. COMMUNICATIONS FLOW WOULD BE RESTRICTED TO 65 PERCENT OF THE CURRENT LEVEL, EVEN ASSUMING THE AVAILABILITY OF THE TERP EQUIPMENT WHICH WE EXPECT TO BE INSTALLED THIS YEAR.

FY 1980

(4) RESOURCE REQUIREMENTS FY78 FY79 THIS CUMUL.  
PKG.  
ONLY

OFFICERS	19	18	15	15
STAFF	5	4	4	4
FSL'S	43	40	37	37
TOTALS	67	62	56	56

THIS PACKAGE PRESUPPOSES INSTALLATION OF TERP EQUIPMENT DURING FY 79.

(5) IMPACT ON CURRENT U.S. POLICY GOALS, OBJECTIVES, AND ESSENTIAL ACTIVITIES

THE BASIC STRUCTURE AND TOOLS WITH WHICH THE EMBASSY SUPPORTS OBJECTIVES I, II AND IV REMAIN INTACT. THE REDUCTION OF TWO POSITIONS IN THE E/C SECTION WOULD ADVERSELY UNCLASSIFIED

PAGE 15 STATE 063477

AFFECT ECONOMIC REPORTING, REDUCING OUR SUPPORT OF OBJECTIVE III. SUPPORT OF OBJECTIVE V WOULD SUFFER MOST SEVERELY; THE E/C FSO POSITION ELIMINATED FUNCTIONS IN LARGE MEASURE AS THE FOCAL POINT FOR SERVICES TO U.S. BUSINESSMEN. WHILE THE WORKLOAD COULD BE PICKED UP IN PART BY THE REMAINING TWO OFFICERS, A DECREASE OF 40 PERCENT IN TRADE PROMOTION WORKLOAD, AND AN EVEN GREATER DECREASE IN EFFICIENCY, WOULD RESULT. WE FEEL THIS EFFECT TO BE UNACCEPTABLY SEVERE.

CONSULAR SERVICES WOULD SUFFER AN INCREASE IN TIME REQUIRED FOR NIV PROCESSING, DESPITE THE REORGANIZATION WHICH MADE THE REDUCTION POSSIBLE.

THE ADMINISTRATIVE SECTION'S REDUCTION OF TWO OFFICERS IN THE COMMUNICATIONS SECTION WOULD DECREASE THE FLOW OF TELEGRAPHIC TRAFFIC BY 35 PERCENT, EVEN WITH EQUIPMENT IMPROVEMENTS. THE ELIMINATION OF AN FSL PERSONNEL SPECI-



ALIST WILL DEPRIVE ALL AGENCIES AT POST OF THOSE SERVICES

(1) DECISION UNIT: COUNTRY X

(2) PACKAGE II OF III

(3) ACTIVITY DESCRIPTION

AT THIS LEVEL, TRADE PROMOTION ACTIVITIES WOULD BE RESTORED TO THE CURRENT LEVEL WITH THE ADDITION OF ONE OFFICER TO THE E/C SECTION WHO WOULD DEVOTE AT LEAST ONE-HALF MAN-YEAR TO BUSINESSMEN'S SERVICES. SOME INCREASED ECONOMIC REPORTING IN SUPPORT OF OBJECTIVE III COULD ALSO BE CARRIED OUT.

RESTORATION OF ONE COMMUNICATOR ALLOWS OUR TELEGRAPHIC TRAFFIC TO APPROACH 85 PERCENT OF OUR CURRENT LEVEL.

UNCLASSIFIED

PAGE 16 STATE 063477

AN ADDITIONAL FSL IN THE ADMINISTRATIVE SECTION WOULD RESTORE PERSONNEL SUPPORT ACTIVITIES TO ALL ELEVEN AGENCIES AT POST.

FY 1980

(4) RESOURCE REQUIREMENTS FY 78 FY 79 THIS CUMUL.  
PCKG.  
ONLY

US OFFICERS	19	18	2	17
US STAFF	5	4	-	4
FSL'S	43	40	1	38
TOTALS	67	62	3	59

(5) IMPACT ON CURRENT U.S. POLICY GOALS, OBJECTIVES,  
AND ESSENTIAL ACTIVITIES

THERE WILL CONTINUE TO BE A SHORTFALL IN ECONOMIC REPORTING ATTRIBUTABLE TO THE REDUCTION IN ONE FSL POSITION. FOR THE MOST PART, THIS SHORTFALL IMPACTS LESS ON OBJECTIVE V THAN ON OTHER AGENCIES -- PARTICULARLY COMMERCE, AGRICULTURE AND INTERIOR -- BECAUSE OF THE DECREASED QUALITY OF CERP REPORTING RESULTING FROM THE ABSENCE OF A LOCAL SPECIALIST IN AGRICULTURE, FORESTRY AND PULP PRODUCTION.

NIV PROCESSING WOULD CONTINUE TO LAG AT THIS LEVEL.

COMMUNICATION FLOW WOULD BE REDUCED BY 15 PERCENT AND UNEXPECTED ABSENCES COULD REQUIRE TDY ASSISTANCE FOR THE POST.

UNCLASSIFIED

PAGE 17 STATE 063477

(1) DECISION UNIT: COUNTRY X

(2) PACKAGE III OF III

(3) ACTIVITY DESCRIPTION

ALL ACTIVITIES CURRENTLY CONDUCTED BY THE EMBASSY  
WOULD BE CONTINUED IN SUPPORT OF THE AGREED FIVE MAJOR  
POLICY GOALS AND OBJECTIVES.

FY 1980

(4) RESOURCE REQUIREMENTS FY78 FY79 THIS CUMUL.

PKG.

ONLY

US OFFICERS	19	18	1	18
-------------	----	----	---	----

US STAFF	5	4	-	4
----------	---	---	---	---

FSL'S	43	40	2	40
-------	----	----	---	----

TOTALS	67	62	3	62
--------	----	----	---	----

(5) IMPACT STATEMENT

WHILE ALL CURRENT ACTIVITIES COULD BE CONTINUED AT THIS  
LEVEL, MARGINAL INCREASES IN THE NUMBER OF BUSINESS  
VISITORS, THE NEED FOR QUALITATIVE IMPROVEMENTS IN SPECIAL  
CONSULAR SERVICES, AND THE FLOW OF U.S. OFFICIAL VISITORS  
TO X WILL STRETCH OUR RESOURCES TO THE BREAKING POINT  
THROUGHOUT THE EMBASSY.

20. IN A FINAL NARRATIVE SECTION PLEASE COMMENT ON THOSE  
STATE PROGRAMS AND ACTIVITIES TO WHICH YOU ALLOCATE SIG-  
NIFICANT NON-SALARY FUNDING (I.E., OPERATING EXPENSES OTH-  
ER THAN PERSONNEL COMPENSATION). INCLUDED IN THIS SECTION  
WOULD BE REVIEW AND ANALYSIS OF FUNDING FOR PROGRAMS AND  
ACTIVITIES SUCH AS COMMERCIAL LIBRARIES, CONSULAR AUTOMA-  
TION, REPRESENTATION, OFFICE AND RESIDENTIAL SPACE, EQUIP-  
MENT, ADMINISTRATIVE OPERATIONS, AND OTHERS. YOUR REVIEW  
UNCLASSIFIED

PAGE 18 STATE 063477

SHOULD INCLUDE CONSTITUENT POST OPERATIONS AS WELL.

21. DESCRIBE THE ECONOMIES WE MIGHT ACHIEVE, AND THE  
IMPACT ON THE MISSION'S POLICY GOALS, OBJECTIVES, AND  
ESSENTIAL FUNCTIONS, OF ALLOCATING FUNDS TO THESE PROGRAMS  
AND ACTIVITIES:

(1) BELOW FY 1978 FUNDING, ADJUSTED FOR INFLATION,

(2) CONTINUING AT CURRENT OPERATING LEVELS, AND

3) INCREASING FUNDING FOR THESE PURPOSES (OPTIONAL).

II. EVALUATION OF GOALS, OBJECTIVES, AND RESOURCE  
MANAGEMENT OF ALL AGENCIES WITH PERSONNEL SUBJECT TO  
AMBASSADOR'S SUPERVISION, COORDINATION AND DIRECTION.

1. EACH MISSION CHIEF IS REQUESTED TO SUBMIT BRIEF, CANDID EVALUATIONS (NO MORE THAN TWO PAGES EACH FOR THE LARGEST AGENCY) OF THE ACTIVITIES OF DEPARTMENTS AND AGENCIES UNDER THE AMBASSADOR'S SUPERVISION, COORDINATION AND DIRECTION. GIVEN THE DISPARITIES IN THE SIZE AND CHARACTER OF THOSE ACTIVITIES WE DO NOT WANT TO PRESCRIBE A PRECISE FORMAT, BUT THE EVALUATION SHOULD FOCUS ON TWO CENTRAL QUESTIONS: HOW AND TO WHAT EXTENT DO THE AGENCY'S ACTIVITIES RELATE TO THE MISSION'S APPROVED POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES? WHAT ARE THE AGENCY'S PRIORITIES AND WHAT ARE THE AMBASSADOR'S VIEWS ABOUT THEM?

2. IN PREPARING THESE EVALUATIONS YOU SHOULD CONCENTRATE ON THE LARGEST AGENCIES AND ACTIVITIES HAVING MOST OBVIOUS FOREIGN POLICY IMPLICATIONS (E.G., AID, ICA, PEACE CORPS,  
UNCLASSIFIED

PAGE 19 STATE 063477

DEFENSE ACTIVITIES, SECURITY ASSISTANCE). BUT YOUR COMMENTS IN BRIEFER FORM ON ACTIVITIES OF OTHER AGENCIES WITH PERSONNEL SUBJECT TO YOUR AUTHORITY IS ALSO SOUGHT. PLEASE COMMENT BOTH ON THE AGENCY'S PROGRAMS AND ON ITS PROGRAM AND ADMINISTRATIVE SUPPORT STAFF.

3. NOTE: PAO'S HAVE BEEN ASKED TO SUBMIT 90-95 PERCENT ZBB SUBMISSIONS TO ICA BY APRIL 15. AID WILL USE A UNIFIED ZBB APPROACH FOR FY 1980 FOR SUBMISSION BY MAY 25. IT INCLUDES BOTH PROGRAM AND OPERATING BUDGETS, ANALYZING THEM AT ALTERNATIVE LEVELS OF ACTIVITY, WHICH WILL VARY FROM MISSION TO MISSION. THE PEACE CORPS IS CONCENTRATING ITS EFFORTS THIS YEAR ON A QUALITATIVE REASSESSMENT OF ITS PROGRAMS; THIS REASSESSMENT WILL INCLUDE AN ANALYSIS OF THE "MINIMUM" LEVEL OF ACTIVITY FEASIBLE FOR EACH PROGRAM.

4. AFTER YOU HAVE REVIEWED BOTH STATE AND OTHER AGENCY ACTIVITIES AS SPECIFIED IN PART I AND ABOVE, YOU SHOULD LIST IN RANK ORDER THE USG ACTIVITIES OR PORTIONS OF ACTIVITIES OF ALL AGENCIES IN THE COUNTRY WHICH YOU CONSIDER

TO FALL WITHIN THAT 10 PERCENT OF ALL USG ACTIVITIES THAT ARE LEAST IMPORTANT TO ATTAINMENT OF AGREED MISSION GOALS, OBJECTIVES, AND ESSENTIAL ACTIVITIES. WE DO NOT WANT TO PRESCRIBE A PRECISE FORMAT BEYOND THE SUGGESTION ABOVE THAT YOU THINK IN TERMS OF LISTING ACTIVITIES TOTALLING

APPROXIMATELY TEN PERCENT OF OVERALL FY 1978 MISSION RESOURCES. WE KNOW THAT THE INTERAGENCY COMPARISONS WHICH THIS TASK NECESSITATES ARE DIFFICULT AND THAT YOUR RESPONSE WILL BE IN SOME DEGREE TENTATIVE AND IMPRESSIONISTIC. NONETHELESS YOU ARE IN THE BEST POSITION TO PROVIDE SUCH JUDGMENTS, AND WE WOULD VALUE THEM AS A FIRST STEP TOWARD THE DEVELOPMENT OF A MORE ORDERLY EVALUATION OF THE FULL RANGE OF U.S. OVERSEAS ACTIVITIES BY COUNTRY AND REGION.

ALL SUBMISSIONS AND SPECIFIED BACKUP MATERIAL SHOULD BE UNCLASSIFIED

PAGE 20 STATE 063477

RECEIVED IN THE DEPARTMENT BY APRIL 30, 1978. VANCE

UNQUOTE VANCE

UNCLASSIFIED

<< END OF DOCUMENT >>

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 26 sep 1999  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** n/a  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 12 apr 1978  
**Decaption Date:** 01 jan 1960  
**Decaption Note:**  
**Disposition Action:** n/a  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:**  
**Disposition Date:** 01 jan 1960  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1978STATE063477  
**Document Source:** ADS  
**Document Unique ID:** 00  
**Drafter:** M:BHREAD  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** n/a  
**Expiration:**  
**Film Number:** D780110-1071  
**Format:** TEL  
**From:** STATE  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1978/newtext/t197804109/baaafcbn.tel  
**Line Count:** 1479  
**Litigation Code IDs:**  
**Litigation Codes:**  
**Litigation History:**  
**Locator:** TEXT ON-LINE, TEXT ON MICROFILM  
**Message ID:** e534bda6-c288-dd11-92da-001cc4696bcc  
**Office:** ORIGIN SS  
**Original Classification:** UNCLASSIFIED  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 27  
**Previous Channel Indicators:**  
**Previous Classification:** n/a  
**Previous Handling Restrictions:** n/a  
**Reference:** STATE 291277 AND SUBSEQUENT RELATED CABLES  
**Retention:** 0  
**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
**Review Date:** 19 apr 2005  
**Review Event:**  
**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 2829318  
**Secure:** OPEN  
**Status:** <DBA CORRECTED> mcm 970818  
**Subject:** FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT (GORM) PROCESS  
**TAGS:** OGEN, OGEN  
**To:** ALL DIPLOMATIC AND CONSULAR POSTS BEIRUT MULTIPLE  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/e534bda6-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Sheryl P. Walter  
Declassified/Released  
US Department of State  
EO Systematic Review  
20 Mar 2014  
**Markings:** Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014